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Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions

Botswana:* revised draft resolution

Assistance to refugees, returnees and displaced persons in Africa

The General Assembly,

Recalling the Organization of African Unity Convention governing the specific aspects of refugee problems in Africa of 1969[1] and the African Charter on Human and Peoples' Rights,[2]

Reaffirming that the 1951 Convention relating to the Status of Refugees,[3] together with the 1967 Protocol thereto,[4] as complemented by the Organization of African Unity Convention of 1969, remains the foundation of the international refugee protection regime in Africa,

Welcoming the entry into force on 6 December 2012 and the ongoing process of ratification of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, which mark a significant step towards strengthening the national and regional normative frameworks for the protection of and assistance to internally displaced persons,

Recognizing the particular vulnerability of women and children among refugees and displaced persons, including exposure to discrimination and sexual and physical abuse, violence and exploitation and the recruitment and use of children by parties to armed conflict in violation of applicable international law, and in this regard acknowledging the importance of preventing, responding to and addressing

* On behalf of the States Members of the United Nations that are members of the Group of African States.

[1] United Nations, *Treaty Series*, vol. 1001, No. 14691.

[2] Ibid., vol. 1520, No. 26363.

[3] Ibid., vol. 189, No. 2545.

[4] Ibid., vol. 606, No. 8791.

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sexual and gender-based violence as well as violations and abuses committed against refugee, returnee and displaced children,

Gravely concerned about the rising number of refugees and displaced persons in various parts of the continent,

Acknowledging the efforts of Member States, the United Nations High Commissioner for Refugees and other stakeholders in improving the situation of refugees,

Expressing grave concern about funding gaps in responding to various refugee situations in different parts of Africa, which are a major factor leading to the deterioration in living conditions in many refugee camps in Africa,

Recognizing that refugees, internally displaced persons and, in particular, women and children are at an increased risk of exposure to HIV and AIDS, malaria and other diseases,

Recalling the high-level segment on the theme "Enhancing international cooperation, solidarity, local capacities and humanitarian action for refugees in Africa" of the sixty-fifth session of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees, held in Geneva from 29 September to 3 October 2014, and the statement adopted on 30 September 2014 by States members of the Executive Committee,[5] and expressing deep concern that this particular event has not mobilized the necessary support for refugees and their hosting countries and communities,

Welcoming the hosting of the regional ministerial meeting on the Global Initiative on Somali Refugees, held in Addis Ababa on 20 August 2014, endorsing the Addis Ababa Commitment towards Somali Refugees adopted during the ministerial meeting, and welcoming the pledging conference, held in Brussels on 21 October 2015, to mobilize the support and resources needed to achieve solutions for Somali refugees through the creation of conditions conducive to safe and dignified returns as well as the enhancement of the sustainable integration of displaced persons,

Recalling the Pact on Security, Stability and Development in the Great Lakes Region, adopted by the International Conference on the Great Lakes Region in 2006, and its instruments, in particular two of the protocols to the Pact which are relevant to the protection of displaced persons, namely, the Protocol on the Protection of and Assistance to Internally Displaced Persons and the Protocol on the Property Rights of Returning Persons,

Welcoming the extraordinarily generous contribution, hospitality and spirit of solidarity of African States that, despite their limited resources, continue to host a large number of refugees owing to the humanitarian crises and protracted refugee situations, and in this regard expressing particular appreciation for the commitment and efforts of neighbouring countries in the recent humanitarian crises on the continent, welcoming efforts by African States that endeavour to facilitate the voluntary repatriation, local integration, resettlement and rehabilitation of refugees

[5] *Official Records of the General Assembly, Sixty-ninth Session, Supplement No. 12A* (A/69/12/Add.1), annex I.

and to promote conditions conducive to the voluntary return and sustainable reintegration of refugees in their country of origin, and also acknowledging with appreciation the coordination of humanitarian assistance by the United Nations as well as the continuing efforts of donors, the United Nations system, including the Office of the United Nations High Commissioner for Refugees, regional organizations, international agencies, non-governmental organizations and other partners, with regard to, inter alia, integration, voluntary return, reintegration and resettlement, in addressing the plight of refugees during emergencies,

Recognizing that host States have the primary responsibility for the protection of and assistance to refugees on their territory and need to redouble efforts to develop and implement comprehensive durable solution strategies, in appropriate cooperation with the international community, and burden- and responsibility-sharing, and recognizing also the efforts of all States in this regard,

Emphasizing that States have the primary responsibility to provide protection and assistance to internally displaced persons within their jurisdiction, as well as to address the root causes of the displacement problem, in appropriate cooperation with the international community,

Recognizing the importance of working towards solutions to refugee situations from the outset, including the need to promote durable solutions, in particular in protracted refugee situations, with a focus on a sustainable and timely return to safety and dignity, encompassing repatriation, reintegration, rehabilitation and reconstruction activities, and of encouraging States and other relevant actors to provide support through, inter alia, the allocation of funds, while reaffirming that voluntary repatriation should not necessarily be conditioned on the achievement of political solutions in the country of origin,

Recognizing also that States have rights and responsibilities to manage and control their borders, and the need to implement border control procedures in conformity with applicable obligations under international law, including international human rights law and international refugee law, and to promote international cooperation on border control and management as an important element of security for States, including issues relating to combating transnational organized crime, terrorism and illicit trade,

Recognizing further the need to expand resettlement opportunities,

Recognizing the need to encourage increased efforts towards voluntary return and local integration,

Welcoming the ongoing implementation of pledges made by States at the intergovernmental ministerial event held in 2011 to mark the sixtieth anniversary of the 1951 Convention relating to the Status of Refugees and the fiftieth anniversary of the 1961 Convention on the Reduction of Statelessness,[6]

Taking note of the World Humanitarian Summit, held in Istanbul, Turkey, on 23 and 24 May 2016, while recognizing that it did not have an intergovernmentally agreed outcome,

[6] United Nations, *Treaty Series*, vol. 989, No. 14458.

1. *Takes note* of the reports of the Secretary-General[7] and the United Nations High Commissioner for Refugees;[8]

2. *Welcomes* the convening of the high-level plenary meeting on addressing large movements of refugees and migrants, held on 19 September 2016, aimed at bringing countries together behind a more humane and coordinated approach, based on the principles of international cooperation and solidarity and on burden- and responsibility-sharing, and welcomes the adoption of the New York Declaration for Refugees and Migrants;[9]

3. *Calls upon* African States that have not yet signed or ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa to consider doing so as early as possible in order to ensure its wider implementation;

4. *Recognizes* that armed conflict, persecution and violence, including terrorism, as well as climate change, are among the factors that give rise to large refugee movements;

5. *Strongly encourages* joint responses involving all relevant actors in order to strengthen the nexus between humanitarian and development actors, facilitate cooperation across institutional mandates and, by helping to build self-reliance and resilience, lay a basis for sustainable solutions;

6. *Notes* the need for African States to resolutely address the root causes of all forms of forced displacement in Africa and to foster peace, stability and prosperity throughout the African continent so as to forestall flows of refugees;

7. *Notes with great concern* that, despite all the efforts made so far by the United Nations, the African Union and others, the situation of refugees and displaced persons in Africa remains precarious and the number of refugees and internally displaced persons has dramatically increased, and calls upon States and other parties to armed conflict to observe scrupulously the letter and spirit of international humanitarian law, bearing in mind that armed conflict is one of the principal causes of forced displacement in Africa;

8. *Welcomes* decisions EX.CL/Dec.854 (XXVI) and EX.CL/Dec.877 (XXVII) adopted by the Executive Council of the African Union at its twenty-sixth ordinary session, held in Addis Ababa from 23 to 27 January 2015, and at its twenty-seventh ordinary session, held in Johannesburg, South Africa, from 7 to 12 June 2015, on the humanitarian situation in Africa, insofar as they relate to persons of concern to the Office of the United Nations High Commissioner for Refugees;

9. *Expresses its appreciation* for the leadership shown by the Office of the High Commissioner, and commends the Office for its ongoing efforts, with the support of the international community, to assist African States hosting large numbers of refugees, including by providing support to vulnerable local host communities, and to respond to the protection and assistance needs of refugees, returnees and displaced persons in Africa;

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[7] A/71/354.

[8] *Official Records of the General Assembly, Seventy-first Session, Supplement No. 12* (A/71/12).

[9] Resolution 71/1.

10. *Notes with appreciation* the initiatives taken by the African Union, the Subcommittee on Refugees, Returnees and Internally Displaced Persons of its Permanent Representatives Committee and the African Commission on Human and Peoples' Rights, in particular the role of its Special Rapporteur on Refugees, Asylum Seekers, Migrants and Internally Displaced Persons in Africa, to ensure the protection of and assistance to refugees, returnees and displaced persons in Africa;

11. *Acknowledges* the important contribution of age, gender and diversity mainstreaming in identifying, through a participatory approach, the protection risks faced by the different members of the refugee communities, in particular the non-discriminatory treatment and protection of women, children, persons with disabilities and the elderly;

12. *Affirms* that children, because of their age, social status and physical and mental development, are often more vulnerable than adults in situations of forced displacement, recognizes that forced displacement, return to post-conflict situations, integration into new societies, protracted situations of displacement and statelessness can increase child protection risks, taking into account the particular vulnerability of displaced children to forcible exposure to the risks of physical and psychological injury, exploitation and death in connection with armed conflict, as well as the recruitment and use of children by parties to armed conflict in violation of applicable international law, and acknowledges that wider environmental factors and individual risk factors, particularly when combined, may generate different protection needs;

13. *Recognizes* that no solution to displacement can be durable unless it is sustainable, and therefore encourages the Office of the High Commissioner to support the sustainability of voluntary return, reintegration and resettlement;

14. *Reaffirms* the conclusion on civil registration by the Executive Committee of the Programme of the United Nations High Commissioner for Refugees at its sixty-fourth session, held in Geneva from 30 September to 4 October 2013,[10] and recognizes the importance of early registration and effective registration systems and censuses as a tool of protection and as a means to the quantification and assessment of needs for the provision and distribution of humanitarian assistance and to implement appropriate durable solutions;

15. *Also reaffirms* the conclusion on registration of refugees and asylum seekers adopted by the Executive Committee of the Programme of the High Commissioner at its fifty-second session,[11] notes the many forms of harassment faced by refugees and asylum seekers who remain without any form of documentation attesting to their status, recalls the responsibility of States to register refugees on their territories and, as appropriate, the responsibility of the Office of the High Commissioner or mandated international bodies to do so, reiterates in this context the central role that early and effective registration and documentation can play, guided by protection considerations, in enhancing protection and supporting efforts to find durable solutions, and calls upon the Office, as appropriate, to help States to conduct this procedure should they be unable to register refugees on their territory;

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[10] Ibid., *Sixty-eighth Session, Supplement No. 12A* (A/68/12/Add.1), chap. III, sect. A.

[11] Ibid., *Fifty-sixth Session, Supplement No. 12A* (A/56/12/Add.1), chap. III, sect. B.

16. *Notes with appreciation* the adoption of the conclusions of the Executive Committee of the High Commissioner's Programme on international cooperation from a protection and solutions perspective[12] and on youth;[13]

17. *Calls upon* the international community, including States and the Office of the High Commissioner and other relevant United Nations organizations, within their respective mandates, to take concrete action to meet the protection and assistance needs of refugees, returnees and displaced persons and to contribute generously to projects and programmes aimed at alleviating their plight, facilitating durable solutions and supporting vulnerable local host communities;

18. *Reaffirms* the importance of timely and adequate assistance and protection for refugees, returnees and displaced persons, also reaffirms that assistance and protection are mutually reinforcing and that inadequate material assistance and food shortages undermine protection, notes the importance of a rights- and community-based approach in engaging constructively with individual refugees, returnees and displaced persons and their communities so as to achieve fair and equitable access to food and other forms of material assistance, and expresses concern with regard to situations in which minimum standards of assistance are not met, including those in which adequate needs assessments have yet to be undertaken;

19. *Expresses deep concern* about the significant gap between the needs of refugees and the available resources, and encourages support from the international community and donors to make humanitarian financing more flexible, predictable and transparent, with diminished earmarking and increased multi-year funding, in order to close this gap;

20. *Reaffirms* that respect by States for their protection responsibilities towards refugees is strengthened by international solidarity involving all members of the international community and that the refugee protection regime is enhanced through committed international cooperation in a spirit of solidarity and burden- and responsibility-sharing among all States;

21. *Also reaffirms* that host States have the primary responsibility to ensure the civilian and humanitarian character of asylum, calls upon States, in cooperation with international organizations, within their mandates, to take all measures necessary to ensure respect for the principles of refugee protection and, in particular, to ensure that the civilian and humanitarian nature of refugee camps is not compromised by the presence or the activities of armed elements or used for purposes that are incompatible with their civilian character, and encourages the High Commissioner to continue efforts, in consultation with States and other relevant actors, to ensure the civilian and humanitarian character of camps;

22. *Condemns* all acts that pose a threat to the personal security and well-being of refugees and asylum seekers, such as refoulement, unlawful expulsion and physical attacks, calls upon States of refuge, in cooperation with international organizations, where appropriate, to take all measures necessary to ensure respect for the principles of refugee protection, including the humane treatment of asylum

[12] A/AC.96/1165, sect. III. A.
[13] A/AC.96/1165, sect. III. B.

seekers, notes with interest that the High Commissioner has continued to take steps to encourage the development of measures to better ensure the civilian and humanitarian character of asylum, and encourages the High Commissioner to continue those efforts, in consultation with States and other relevant actors;

23. *Deplores* the continuing violence and insecurity, which constitute an ongoing threat to the safety and security of staff members of the Office of the High Commissioner and other humanitarian organizations and an obstacle to the effective fulfilment of the mandate of the Office and the ability of its implementing partners and other humanitarian personnel to discharge their respective humanitarian functions, urges States, parties to conflict and all other relevant actors to take all measures necessary to protect activities related to humanitarian assistance, prevent attacks on and kidnapping of national and international humanitarian workers and ensure the safety and security of the personnel and property of the Office and that of all humanitarian organizations discharging functions mandated by the Office, and calls upon States to investigate fully any crime committed against humanitarian personnel and bring to justice the persons responsible for such crimes;

24. *Calls upon* the Office of the High Commissioner, the African Union, subregional organizations and all African States, in conjunction with agencies of the United Nations system, intergovernmental and non-governmental organizations and the international community, to strengthen and revitalize existing partnerships and forge new ones in support of the protection system for refugees, asylum seekers and internally displaced persons, and encourages African States that have not yet done so to consider ratifying and enforcing the Convention on the Safety of United Nations and Associated Personnel;[14]

25. *Calls upon* the Office of the High Commissioner, the international community, donors and other entities concerned, including humanitarian, development and peacebuilding stakeholders, to continue and, where appropriate, to intensify their support, within their mandate, to African Governments and host communities, while taking into account existing contributions and the different capacities and resources among the those States, through appropriate capacity-building activities, including training of relevant officers, disseminating information about refugee instruments and principles, providing financial, technical, legal and advisory services to accelerate the enactment or amendment and implementation of legislation relating to refugees, strengthening emergency response and enhancing capacities for the coordination of humanitarian activities, in particular those Governments that have received large numbers of refugees and asylum seekers;

26. *Reaffirms* the right of return and the principle of voluntary repatriation, appeals to countries of origin and countries of asylum to create conditions that are conducive to voluntary repatriation, and recognizes that, while voluntary repatriation remains the pre-eminent solution, local integration and third-country resettlement, where appropriate and feasible, are also viable options for dealing with the situation of African refugees who, owing to prevailing circumstances in their respective countries of origin, are unable to return home;

27. *Also reaffirms* that voluntary repatriation should not necessarily be conditioned on the accomplishment of political solutions in the country of origin in

[14] United Nations, *Treaty Series*, vol. 2051, No. 35457.

order not to impede the exercise of the refugees' right to return, recognizes that the voluntary repatriation and reintegration process is normally guided by the conditions in the country of origin, in particular that voluntary repatriation can be accomplished in conditions of safety and dignity, and urges the High Commissioner to promote sustainable return through the development of durable and lasting solutions, particularly in protracted refugee situations;

28. *Calls upon* the international donor community to provide financial and material assistance that allows for the implementation of community-based development programmes that benefit both refugees and host communities, as appropriate, in agreement with host countries and consistent with humanitarian objectives;

29. *Appeals* to the international community to respond positively, in the spirit of solidarity and burden- and responsibility-sharing, to the third-country resettlement needs of African refugees, notes in this regard the importance of using resettlement strategically, as part of situation-specific comprehensive responses to refugee situations, and to this end encourages States, the Office of the High Commissioner and other relevant partners to make full use of the Multilateral Framework of Understandings on Resettlement, where appropriate and feasible;

30. *Expresses serious concern* about the expected continued reduction of the budget allocated to provide humanitarian assistance to refugees and internally displaced persons in Africa in 2016 and 2017;

31. *Calls upon* the international donor community to provide material and financial assistance for the implementation of programmes intended for the rehabilitation of the environment and infrastructure affected by refugees in countries of asylum as well as internally displaced persons, where appropriate;

32. *Urges* the international community, in the spirit of international solidarity and burden-sharing, to continue to fund generously the refugee programmes of the Office of the High Commissioner and, taking into account the substantially increased needs of programmes in Africa, inter alia, as a result of repatriation possibilities, to ensure that Africa receives a fair and equitable share of the resources designated for refugees;

33. *Encourages* the Office of the High Commissioner and interested States to identify protracted refugee situations which might lend themselves to resolution through the development of specific, multilateral, comprehensive and practical approaches to resolving such refugee situations, including the improvement of international burden- and responsibility-sharing and the realization of durable solutions, within a multilateral context, and recalls that those solutions include voluntary repatriation and, where appropriate and feasible, local integration and resettlement in a third country, while reaffirming that voluntary repatriation, supported, as necessary, by rehabilitation and development assistance to facilitate sustainable reintegration, remains the preferred solution;

34. *Expresses grave concern* about the plight of internally displaced persons in Africa, welcomes the efforts of African States in strengthening the regional mechanisms for the protection of and assistance to internally displaced persons, calls upon States to take concrete action to pre-empt internal displacement and to meet the protection and assistance needs of internally displaced persons, recalls in

that regard the Guiding Principles on Internal Displacement,[15] notes the current activities of the Office of the High Commissioner related to the protection of and assistance to internally displaced persons, including in the context of inter-agency arrangements in this field, emphasizes that such activities should be consistent with relevant General Assembly resolutions and should not undermine the refugee mandate of the Office and the institution of asylum, and encourages the High Commissioner to continue his dialogue with States on the role of his Office in this regard;

35. *Encourages* African States, together with development and humanitarian actors, to work closely on multi-year strategies for refugees and internally displaced persons;

36. *Invites* the Special Rapporteur of the Human Rights Council on the human rights of internally displaced persons to continue his ongoing dialogue with Member States and the intergovernmental and non-governmental organizations concerned, in accordance with his mandate, and to include information thereon in his reports to the Council and the General Assembly;

37. *Requests* the Secretary-General to submit a comprehensive report on assistance to refugees, returnees and displaced persons in Africa to the General Assembly at its seventy-second session, taking fully into account, inter alia, the efforts expended by countries of asylum and those aimed at bridging funding gaps, under the item entitled "Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions".

[15] E/CN.4/1998/53/Add.2, annex.